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ABSTRACT

The purposes of this study were to formulate recommendations for the general and specific direction and organization of public affairs programs and publications administered by the Oregon State System of Higher Education; and to develop guidelines for the general direction of public affairs in the Oregon institutions of higher education and continuing education. The focus of the study was to determine how the public affairs function could best help achieve the objectives of the State System and the institutions, regardless of organizational orientation. Section 1 deals with the increasing "need to know" as it relates to public understanding and the various levels of decision making which shape the future of higher education. Section 2 reviews the activities of public affairs-university relations departments and others involved in implementing the public affairs function. Section 3 discusses administrative relationships, staffing practices, compensation, and related considerations. General recommendations, mostly of an operational nature, are classified in ten categories and presented in Section 4. (AF)

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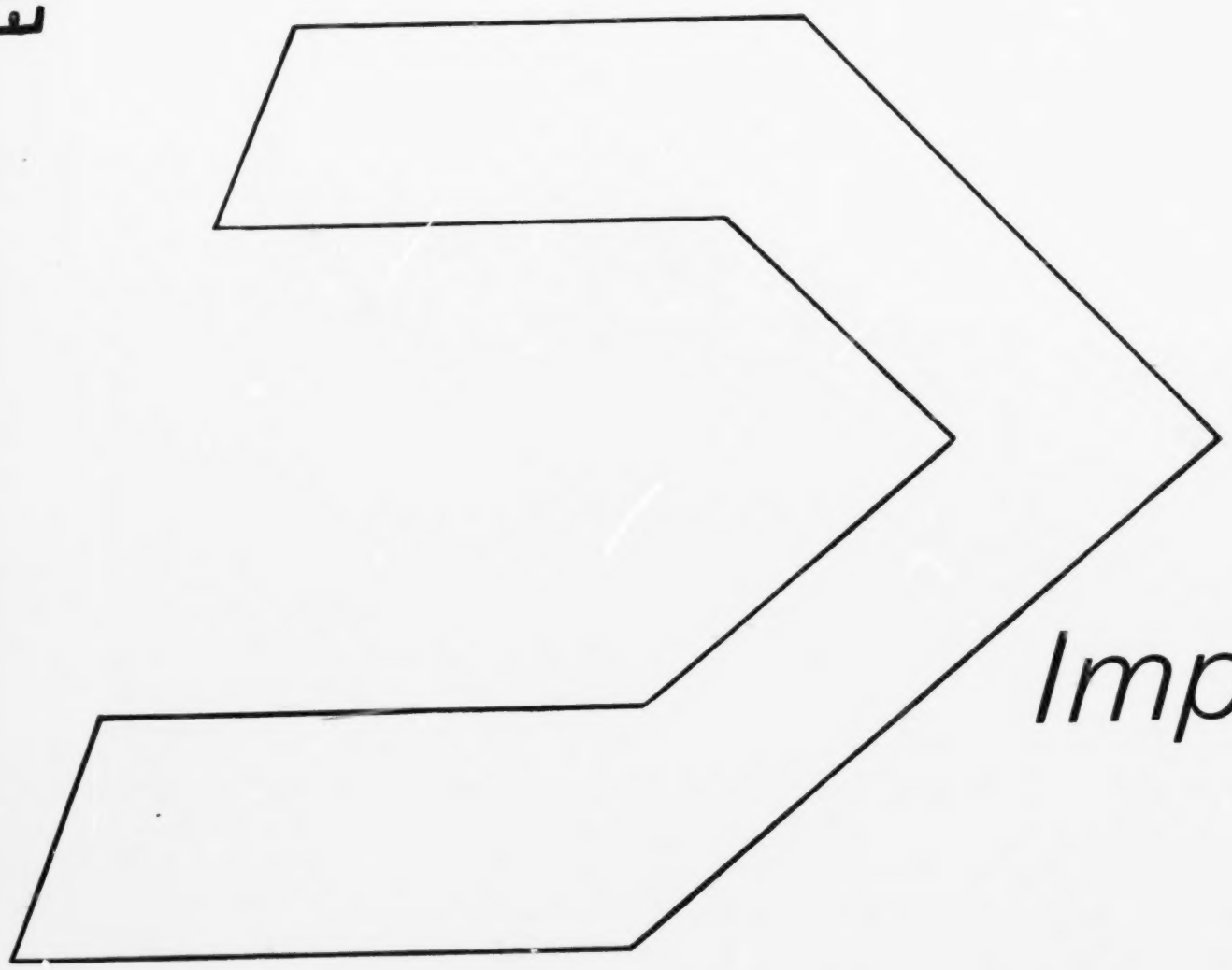

toward...

Improving the Public Affairs Function

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Report of the Oregon State System of Higher Education Public Affairs Study Committee

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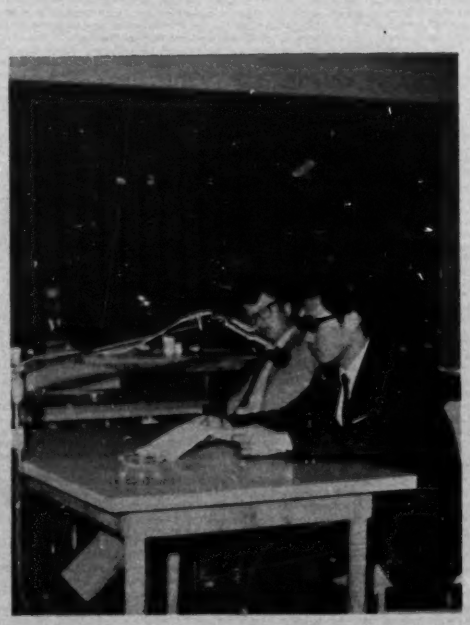
at a glance: recommendations of the public affairs study committee



The committee found wide agreement that involvement of students, such as these speaking at a State Board of Higher Education meeting, is essential in effective communication - public affairs programs.

AT A GLANCE:

RECOMMENDATIONS OF THE PUBLIC AFFAIRS STUDY COMMITTEE

The OSSHE Public Affairs Study Committee recommends:

1. That improving the public affairs function be given a priority of the highest order in the State System and the institutions and other major organizational divisions.

2. That the institutions and Centralized Activities accordingly build public affairs-university relations staffs with high professional competence.

3. That the Board and its staff develop procedures so that meetings, policy statements, presentations and news coverage better inform the public about the problems, progress, goals and needs of higher education.

4. That the State System and the institutions consider improving communication across the entire higher education community to be one of the most pressing needs -- in the present context and in the future.

5. That students, faculty members, staff, administration, and the Board be consulted in maintaining a reciprocal flow of communication to and from all elements of the higher education community.

6. That the public affairs function be among factors constantly considered in the development of management information systems and electronic communications networks.

7. That Public Affairs-University Relations be involved in the development and utilization of these systems and networks.

8. That the Public Affairs-University Relations Departments be kept in continuous close touch with executive-level planning, policy making, and policy implementation.

9. That salary averages and ranges be brought into line with those of teaching faculty and other OSSHE administrative personnel with academic rank.

10. That salaries of public affairs directors be brought more nearly into line with those for comparable Public Affairs-University Relations administrators in the 19 institutions with which the State System regularly makes other salary comparisons.

11. That Colleges for Oregon's Future be encouraged to continue to function as a permanent committee structure broadly interested in post-high school education.

12. That the Chancellor's Office continue to provide staff assistance until CFOF has its own staff.

13. That CFOF, in cooperation with the post-high school institutions, sponsor both district and statewide projects to help increase public understanding of higher education.

14. That the institutions develop and nurture appropriate campus-related citizen committees that will provide channels of communication to external publics and feedback from these publics.

15. That the Board's Office increase its staffing in the governmental relations aspect of public affairs.

16. That the Board's Office governmental relations team stay in close touch with institutional executives and other representatives whose responsibilities and concerns are closely associated with developments in state and federal relationships.

17. That appropriate periodic public opinion surveys be undertaken

by the State Board of Higher Education as a tool in policy decision-making and public affairs planning.

18. That the institutions consider ways and means of upgrading their capabilities in public opinion research.

19. That an inter-resource inventory of media capabilities be taken on the individual campuses and throughout the State System.

20. That cooperative arrangements be made for intra-institutional and inter-institutional cooperation in utilizing broadcast media facilities and capabilities existing within the institutions.

21. That extensive utilization by Centralized Activities and by the institutions of Oregon Educational Broadcasting's facilities and capabilities be developed as public affairs resources.

22. That each institution and Centralized Activities build up film clip and video tape libraries for more extensive utilization on newscasts and television programs.

23. That the institutions build up their staff capabilities in broadcast media relations.

24. That the Administrative Code be modified as follows:

I-I. The Chancellor shall, after review with the Institutional Executives, promulgate appropriate ~~rules and regulations~~ (policies) governing information activities, publication and advertising of higher educational activities, which ~~rules and regulations~~ (policies) shall be subject to review by the Board.

25. That inter-institutional guidelines be established and reviewed periodically in such areas as publications, printing, advertising and promotion, and high school relations.

26. That the Chancellor name a continuing Public Affairs Study Committee, with representation to come from administration, faculty, students, Public Affairs-University Relations departments, and Centralized Activities.

27. That the OSSHE Public Affairs Study Committee involve other representatives of the higher education community and/or external publics in periodic meetings to examine salient problems and issues.

28. That the Board designate a subcommittee on Public Affairs which will be specifically concerned with public affairs-communications functions in higher education.

(For full discussion of the recommendations, turn to pages 38-43.

preface

Improving communication among all elements of the higher education community was stressed by all sources which the committee reached.

PREFACE

After several months of deliberations and visits to a number of colleges and universities in Oregon and other states -- combined with a questionnaire sent to State System institutions, as well as the 19 universities with which comparisons are traditionally made -- the interinstitutional Public Affairs Study Committee submits its initial report.

The charge given to the committee early in the summer of 1968 and accepted as a general guideline is as follows:

> To conduct an in-depth study and consideration for planning which will result in a set of recommendations for the general and specific directions, organization, and programs of public affairs and publications in Centralized Activities; and to develop guideline proposals for the general directions of public affairs in the institutions and continuing education.

The committee at the outset agreed that it would be valuable to:

1. Examine from its various vantage points and perspectives the scope and role of the public affairs function (i.e., public relations, information administration, administrative and other internal communication, etc.) in achieving the institutional and State System objectives.

2. Gather comparative data and seek competent opinion from a wide range of expert sources.

3. Make appropriate recommendations concerning how the public affairs function may be implemented for maximum usefulness in furthering institutional and State System objectives.

More specifically, the committee agreed that its broad view of the public affairs function in higher education should be concerned with such topics as:

1. Relationship of public affairs within the total administrative organization.

2. Special relationships with faculty, students, boards, private enterprise, professional associations, citizen organizations, alumni, other special interest groups and the public at large.

3. Relationships with state government and federal programs.

4. Current structures and organization of public affairs functions, both in the State System and in other segments of higher education.

5. Future directions envisioned for public affairs at both the institutional and the State System levels.

6. Program application in the existing and emerging electronic media.

7. Evaluation of coordinated or cooperative efforts with community colleges and the independent institutions and citizen-support groups such as Colleges for Oregon's Future and Friends of Higher Education.

8. Evaluation of areas of conflict with public affairs implications among the community colleges, State System institutions, and independent institutions.

While this report does not touch upon all aspects of these, it nevertheless comes to grips with most of the points and discusses some of them in depth.

At its initial meeting on July 31, 1968, the committee concurred "that the focus of the study should not necessarily be upon the interests and aspirations of public affairs departments or subdepartments, but should be upon how the public affairs function may best help achieve the objectives of the State System and of the institutions, regardless of organizational orientation."

It is with this focus upon function that the committee presents this report.

Section I deals with the increasing "need to know" or, as the chapter heading labels it, the "Imperative of Communication" -- as it relates to public understanding and the various levels of decision-making which shape the future of public higher education.

Section II reviews findings from visits and from the survey concerning the activities of public affairs-university relations departments and others involved in implementing the public affairs function.

In Section III administrative relationships, staffing practices, compensation and related considerations are discussed.

Finally, some general recommendations -- most of an operational nature but a few with policy implications -- are set forth for consideration of the Chancellor, Assistant Chancellor for public affairs, the institutional executives and the public affairs-university relations staffs within the State System.

The Committee's recommendations are based on the assumption that the present high level of competence existing in the public affairs function at institutional and State System level must be improved to meet today's increasing demands and must be subjected to continuing improvement in order to approach the performance tomorrow's needs clearly foreshadow. Beginning on page 38 of this report, the improvements sought are classified and discussed under the following topic headings:

Toward Improving the Public Affairs Function
Toward Improving Communication within Higher Education Community
Toward Improving Information Systems
Toward Improving Administrative Relationships
Toward Improving Citizen Communication Networks
Toward Improving Governmental Relations
Toward Improving Opinion-Attitude Feedback
Toward Improving Capability in the Broadcast Media
Toward Improving Policy Definition
Toward Improving Examination of Public Affairs Concerns

For the convenience of the reader, the recommendations are also carried without discussion on pages preceding the Preface.

August, 1969

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imperative of communication

Greater legislative interest in the problems and issues with which higher education and the public must come to grips adds to the "imperative of communication."

I

IMPERATIVE OF COMMUNICATION

One fact that has emerged with great clarity during recent months is that satisfactory communication is an imperative for higher education.

This need is variously described as:

--- Improved communication with students.
--- Better communication with faculty.
--- In fact, improved communication among all elements of the higher education community, as well as better communication with the various external publics usually lumped together as "the public."
--- And, most certainly, improved communication with legislatures and governing boards.

No longer is the public affairs director or the university relations administrator a lonesome proponent of improving the flow and quality of communication along the components of higher education and with the publics whose direct, indirect and vicarious interests help determine the future direction of higher education.

Typical Expressions of Concern

One need not look far for expressions of concern and/or preoccupation.

For instance, House Speaker Robert F. Smith, in his letter of instruction to the members of the 1969 House Task Force on Higher Education, commented:

> This task force has a tremendous potential to increase legislative understanding about our higher education program and improve relations and communication between the legislature and the higher education community . . .

John Mosser, former Oregon legislator and erstwhile director of the Department of Finance and Administration, wrote in January, 1969, edition of Portland State Perspective:

> There are major needs for better communication within educational circles and between them and the larger community.

Looking at internal communication in relationship to student unrest, J. W. Forrester, Jr., publisher of the East Oregonian, then president of the State Board of Higher Education, expressed the view that:

> . . . the administrator must establish faculty-student-administration communication that will identify the problem and actually search for solutions.

In a conversation with some members of the Public Affairs Study Committee, Dr. Robert Waldo, vice president for university relations, University of Washington, conceded that the "campus community itself" -- students, faculty, and staff -- is the most difficult to reach. He said:

> We need to devote more time to reaching this audience . . . (because) it is difficult to communicate with our own people.

Higher Education and Public Decision-Making

Oregonians have an even greater stake in public understanding of their higher education system than do the citizens of most other states. Because of this state's initiative and referendum tradition, the citizenry bears the responsibility of the constant direct voice in decision-making that provides the basis for the future of public higher education.

From 1960 to 1968, the voters five times have been called upon to make far-reaching decisions directly affecting the course of higher education:

--- In 1960, regarding self-liquidating projects.
--- In 1963, regarding the entire state tax program for the biennium.
--- In 1964, regarding general obligation bonds to finance higher education projects.
--- In 1966, regarding proposed changes in bond financing methods.
--- In 1968, regarding a long-range bond financing plan.

Other such decisions about higher education will confront Oregonians year after year in the foreseeable future.

This committee believes that:

1. How well the people decide about the future of public higher education depends upon how well they understand the problems, the alternatives proposed, and the course of the future that will be fashioned by their decisions.

2. Public higher education has a high-priority obligation constantly to provide the information, constantly to assure the opportunity for understanding which the people need for intelligent participation in decision-making about the future of their higher education system.

The public's awareness of educational need cannot develop in an information vacuum. Accordingly, Francis Keppel, then U. S. commissioner of education,expressed concern for adequate levels of public understanding thus in College and University Journal:

> ... As I see it, the mistake that many of us (in higher education) make is that we over-estimate the public awareness of our educational needs and problems.
>
> In our drive to keep up with the day-to-day problems, we take for granted that the public in general shares our understanding and our concern; we take for granted that they recognize the shameless waste resulting from intellectual and cultural starvation in some areas and among some groups; we take for granted that they recognize the urgency of the need for action to assure that tomorrow's citizens will be prepared for tomorrow's world. Actually, since our schools are the product of public attitude and public opinion, we can serve our cause best by making public understanding our target, knowing that out of this can grow the public concern, the effort and the action we need.

In the opinion of Carlton E. Spitzer, expressed in a more recent article in College and University Journal, an obligation that publicly-supported higher education clearly has is:

> ... to tell the education story so that it will reach and be understood by all of the publics we serve -- our students, future students, our own colleagues on the campus, the alumni, the community, business, foundations; in fact, the entire nation and the world.

Commenting upon the importance of effective communication in developing public understanding, Chancellor R. E. Lieuallen of the Oregon State System of Higher Education made these observations at a meeting of the Oregon Association of Counties:

> Since public higher education, to a great degree, is a product of public opinion and public attitude, how adequately educational opportunity is provided for tomorrow's citizens depends upon the public's understanding and concern in its human resources.
>
> Public understanding is the instrumentality through which public decision-making is fashioned. How sound this decision-making about the future of education depends upon the degree of success achieved in the continuous quest of the goal.
>
> To the degree that public understanding is achieved, public decisions will be wiser and education more of a positive force in our times and in fashioning the future.

Management Communications Systems

Another imperative in higher education management -- as in any other field of management in the modern organization -- centers in the vast need for the development of information systems that will make it possible to make quick and sound decisions based upon the best data possible, as up-to-the minute as possible.

Authorities in organizational and administrative theory have long emphasized the importance of communication in the management process. Herbert A. Simon, for one, repeatedly refers to communication as "central to organizational behavior" and as essential to making and executing decisions.

Numerous developments in information systems have implications to internal and external communication in higher education. Studies by

inter-institutional committees, management consultants, other agencies, and regional and national compacts point to profound change for management -- including the public affairs-institutional relations function.

This committee agrees that a high priority in educational planning needs to be given to the development of communications systems -- mechanical or human -- that best serve the various functions of management, and that best help the decision-making of the various publics with voices in higher education policy.

"The Need to Know"

In short, the committee found a general increasing "need to know" about public higher education. Developments prior to and during the 1969 legislative session emphasized the magnitude of this need for pertinent information.

Higher education in these times and in the future faces:

1. Increasing need to know on the part of the public for intelligent decision-making.

2. Increasing call from the state executive branch for information for its decision-making and policy formulation.

3. Increasing call from the legislative branch for information for its decision-making relative to appropriations and other vital concerns.

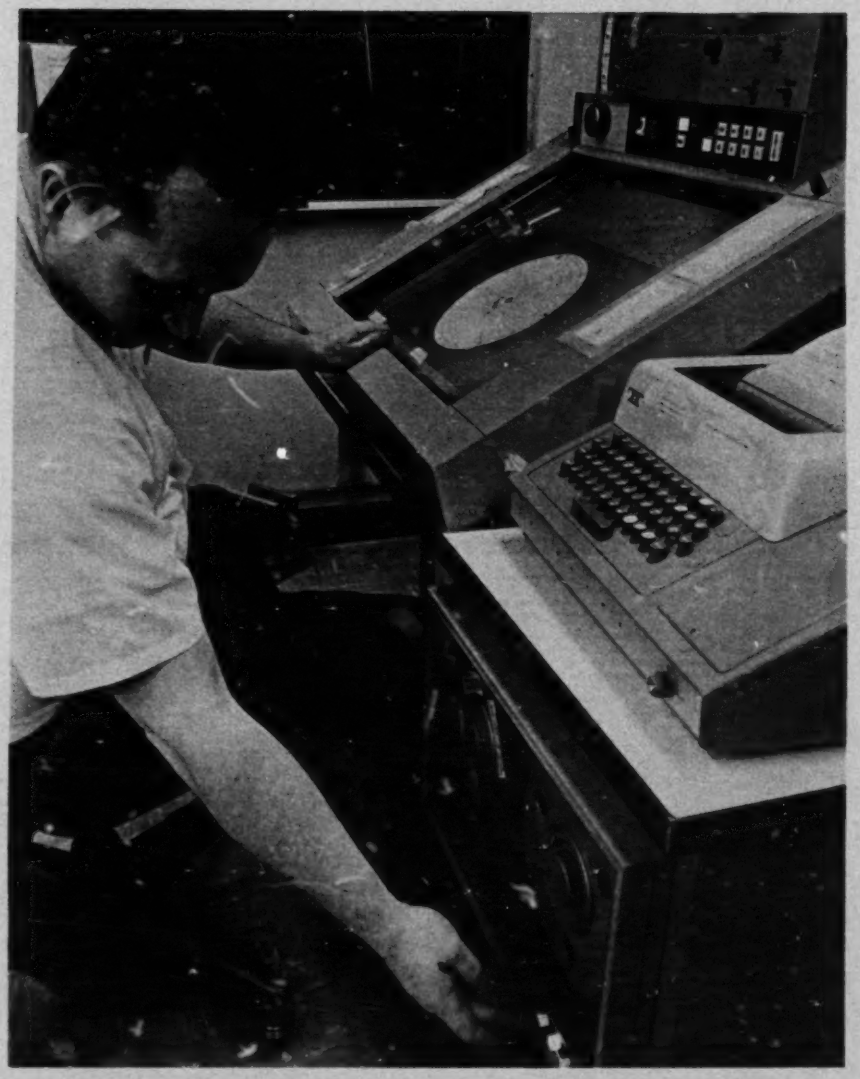
4. Increasing need for improved communication among all elements of the academic community.

5. Increasing need for improved educational communications systems and networks for better management decision-making and decision-implementation.

6. Increasing need for exchange of information among the various kinds of institutions and governing and coordinating structures for improvement in planning and coordination.

7. Increasing complexity of higher education and increasing societal forces upon higher education which call for the best possible gathering of information for decision-making and the best possible communication with all publics concerned.

functions performed by public affairs—university relations department



The committee saw greater need for considering the public affairs function in developing communication networks and management information systems.

II

FUNCTIONS PERFORMED BY PUBLIC AFFAIRS-UNIVERSITY RELATIONS DEPARTMENTS

The survey of institutions outside of Oregon indicated that several common functions are performed by the public affairs and related departments. Visits and other conversations throughout the Western states showed that these common functions also prevail in this region. However, a number of other involvements -- some of them deemed essential to successful communication and public relations in higher education -- were reported by only a relatively small number.

Mass Media Relations

Departmental involvement in media relations -- operation of news bureaus to disseminate information to newspapers, special publications, television and radio -- is the constant at all 25 of the institutions which responded to the committee's questionnaire. As shown in Table I, all indicated that dealing with the mass media is one of the prime concerns of the public affairs-university relations office. Three of the respondents added that some other department also is involved in dealings with the news media.

Both in Oregon and elsewhere, little evidence was found that the colleges and universities had developed sophisticated broadcast media capabilities.

Only one of the institutions visited (out-of-state) reported a special organizational unit which specializes in radio-television coverage. Organizational charts, which do not necessarily provide a complete description of kinds of activities performed, nevertheless fail to indicate specific responsibility for radio and television coverage. Among institutions responding to the questionnaire, only two had radio-television specialists incorporated in their staff diagrams.

In the State System, all of the institutions reported providing incidental coverage for radio and television. Some institutions reported "just getting started" on broadcast media and services, this in spite of consensus that television has the greatest impact upon public understanding and opinion.

TABLE I

ROLE, SCOPE AND DIRECTION OF PUBLIC AFFAIRS AND RELATED DEPARTMENTS IN 25 HIGHER EDUCATION INSTITUTIONS [1]

Function of Department	Primary Involvement	Secondary Involvement	Involvement with another Department
Public relations	23	2	4
Community relations	15	9	6
Citizen relations (like citizen committees)	10	8	10
Federal relations	1	7	21
Legislative relations	5	10	18
Inter-agency relations	2	7	19
Alumni relations	14	2	9
News media relations	25	0	2
Development activities	8	7	16
Faculty affairs	4	9	18
Student affairs	1	12	15
Employee relations	0	13	15
Relations with professions	3	12	11
Administrative communication	8	14	7
Internal communication (staff, etc.)	15	9	4
Public opinion feedback	11	11	4
Faculty opinion feedback	3	14	9
Student opinion feedback	3	12	11
Long-range planning	3	7	18
Electronic communications system	3	5	20
Printing and duplicating	15	5	8
Audio-visual services	3	6	17
Photographic services	13	9	4
Policy making	12	8	8
Special events	11	15	2
Summer session promotion	7	5	10
Professional training (on-job upgrading activities)	2	8	11
Publications	25	0	3
Miscellaneous	8	2	1

[1] Composite of State System and other institutions; totals add to more than 25 in many categories because of responses in more than one column.

None of the OSSHE institutions apparently has more than the most elementary library of color film clips -- sound or silent -- of campus scenes or programs. Few have video tapes available for broadcast.

Some inertia and departmental barriers were reported.

On one hand, the committee found some institutions making little public affairs use of broadcast capabilities and facilities existing on a given campus. Difficult access to such on-campus facilities and capabilities was reported in other instances.

Likewise, the committee found relatively little utilization of the Oregon Educational Broadcasting network -- by the institutions or by Centralized Activities -- for higher education public affairs purposes. What public affairs programming existed in the field of Oregon public higher education appeared to be the exception rather than the rule.

It should be added that since the committee made its inquiry, some improvements have been taken in this regard; i.e., some inter-departmental cooperation in broadcast media, greater utilization of OEB for public affairs, and other development of greater capabilities in dealing with the broadcast media at several State System institutions have come to the attention of the committee.

Responsibility for Publications

Planning and production of publications was also universally found to be a responsibility of the public affairs offices of the State System institutions and the other colleges and universities included in the study. Considerable sophistication -- varying somewhat from institution to institution and also reflecting the level of budgeting and staffing -- was almost universally evident in the field of publications. It appeared to the committee that one of the greatest proficiencies exists in this area.

Public Relations

Public relations was described as the primary involvement of most public affairs departments both in the State System and among the ones listed by the role and scope questionnaire. Of the 18 institutions which responded, 16 reported that public relations is a

primary concern of the public affairs office while two described public relations as a secondary involvement and two conceded that some other department or departments also are involved in institutional public relations. However, when public relations activities were broken into component parts such as community relations and citizen relations, for example, the respondents indicated less primary involvement and more of a secondary role as well as greater involvement of other departments and individuals from the institutional administration.

As shown in Table I, 11 of the responding institutions described departmental responsibility for community relations as a primary function, six as a secondary function, and three as the responsibility of another department. In the matter of citizen relations, seven termed the function a primary involvement, five a secondary involvement, and six said that another department has the prime responsibility.

Substantial agreement was found in Oregon and elsewhere concerning the value of citizen committees -- both those with a broad post-high school educational orientation and those with a narrower institutional and even departmental focus. Among states surveyed, only Oregon has a continuing state-wide committee (Colleges for Oregon's Future). In some states and in some institutions, citizen committees are organized for specific campaigns.

Configuration of citizen committees at various campuses both in Oregon and elsewhere varies widely. Campus visits by citizens were described as the greatest by-product values of the institutionally-related communities. In Oregon, agreement was found that Colleges for Oregon's Future should be encouraged to function on a continuing basis, but with a greater opportunity for non-crisis involvement.

The problem most frequently identified, both in Oregon and elsewhere, was the need for developing more adequate communication with students. One typical response to the committee's questionnaire:

> Student unrest, although we have experienced little, becomes magnified and is especially difficult to explain in a sparsely populated state which is infrequently exposed to activities of this nature.

One respondent from a California institution said that among the major

barriers to improving the public affairs function are "student discontent, off-campus-criminal activity" and the resulting "general fear of swift, unsettling change and the university's role in it." Several others echoed the opinion that "the problems . . . occasioned by student unrest and protest are among the barriers to successful internal and external communication programs."

Although several of the public affairs directors, both in Oregon and elsewhere, expressed the strong belief that one of the most pressing priorities in higher education is the improvement of communication within the campus community -- especially with students -- the evidence was that the public affairs departments had not yet begun to be substantially involved in solving this critical communication problem. For instance, only one described student affairs as a primary departmental involvement and only seven indicated secondary involvement.

Likewise little involvement of the public affairs people was found in faculty affairs and employee relations. Again, only one of the respondents to the questionnaire indicated substantial involvement in faculty affairs, while none reported primary involvement in the field of employee relations.

Some Other Fields of Involvement

All on the committee conceded that improved internal communication, better administrative communication, and the development of electronic communications systems are important. Responses to the questionnaires and comments during visits showed that relatively minor roles are being played by public affairs offices in this field. For instance, only four reported that their offices have primary responsibility for administrative communication, although 10 described internal communication as one of the principal functions of the office.

The committee found almost unanimous agreement that opinion surveys and other types of feedback from the various publics of higher education are essential to implementing effective information programs. Only limited capabilities in surveying and analyzing public opinion exist and most institutions have little access to other avenues of opinion measurement and analysis.

Development activities and alumni relations were found to be attached

to the university relations-public affairs offices at roughly half of the institutions and assigned to other, some of those separate, departments in the other half.

Involvement in governmental relations apparently tends to be secondary at some of the institutions and apparently solely the concern of other departments elsewhere.

Some incidental involvements of various public affairs-university relations are responsibilities for printing and duplicating, audio-visual services, photographic services, summer session promotion, church relations, speakers bureau, patient relations, high school visitations, and commencements and convocations.

3

administrative relationship and staffing

Multiple communication - public affairs needs and involvements at all levels of State System decision-making were among the points of focus of the study committee.

III

ADMINISTRATIVE RELATIONSHIP, STAFFING, COMPENSATION

Structure of the university relations-public affairs office and its relationship to the institutional administrative organization vary from campus to campus. At a number of universities, the chairman of university relations is on the president's staff, with rank of vice president or assistant to the president.

At UCLA the University Relations and Public Programs division is headed by one of four vice chancellors. The unit encompasses diverse programs -- public affairs, fine arts, publications, overseas, development, alumni, and university extension. (See Figure I.)

At Portland State University the assistant to the president for institutional relations is one of five members of the executive council. (See Figure II.)

Some other institutions with an official at the vice presidential level in charge of university relations-public affairs are University of Michigan (Figure III), Seattle University (Figure IV), University of Washington (Figure V), Iowa State University (Figure VI), Ohio State University (Figure VII), Oregon State University, University of Oregon, UO Medical School, University of Illinois, Washington State University, and Purdue University.

At others, the public affairs director reports to some other member of the president's staff of administrative heads.

For instance, in the Division of Continuing Education, the director of information services reported to the director of administration, who was a deputy to the vice chancellor for continuing education (Figure VIII). This organizational pattern has been somewhat changed in recent days.

At University of Idaho, the director of programs in the public affairs area reports to the president but is not a member of the executive council (Figure IX). At University of Montana and Federal City College, the directors serve as assistants to the president (Figures X and XI).

FIGURE I

Organizational Chart of University Relations at University of California at Los Angeles

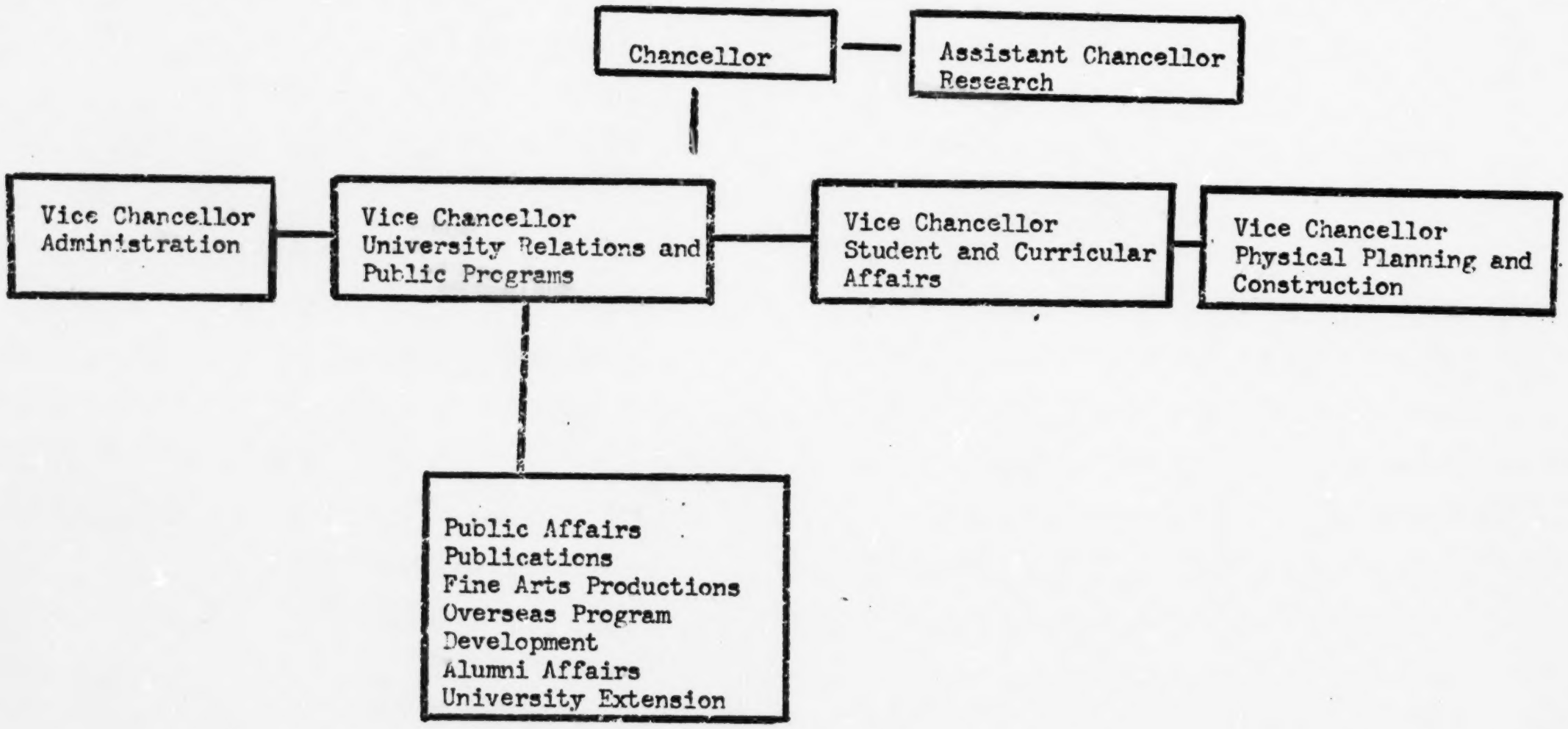


FIGURE II

Organizational Chart of Office of Public Services, Portland State University

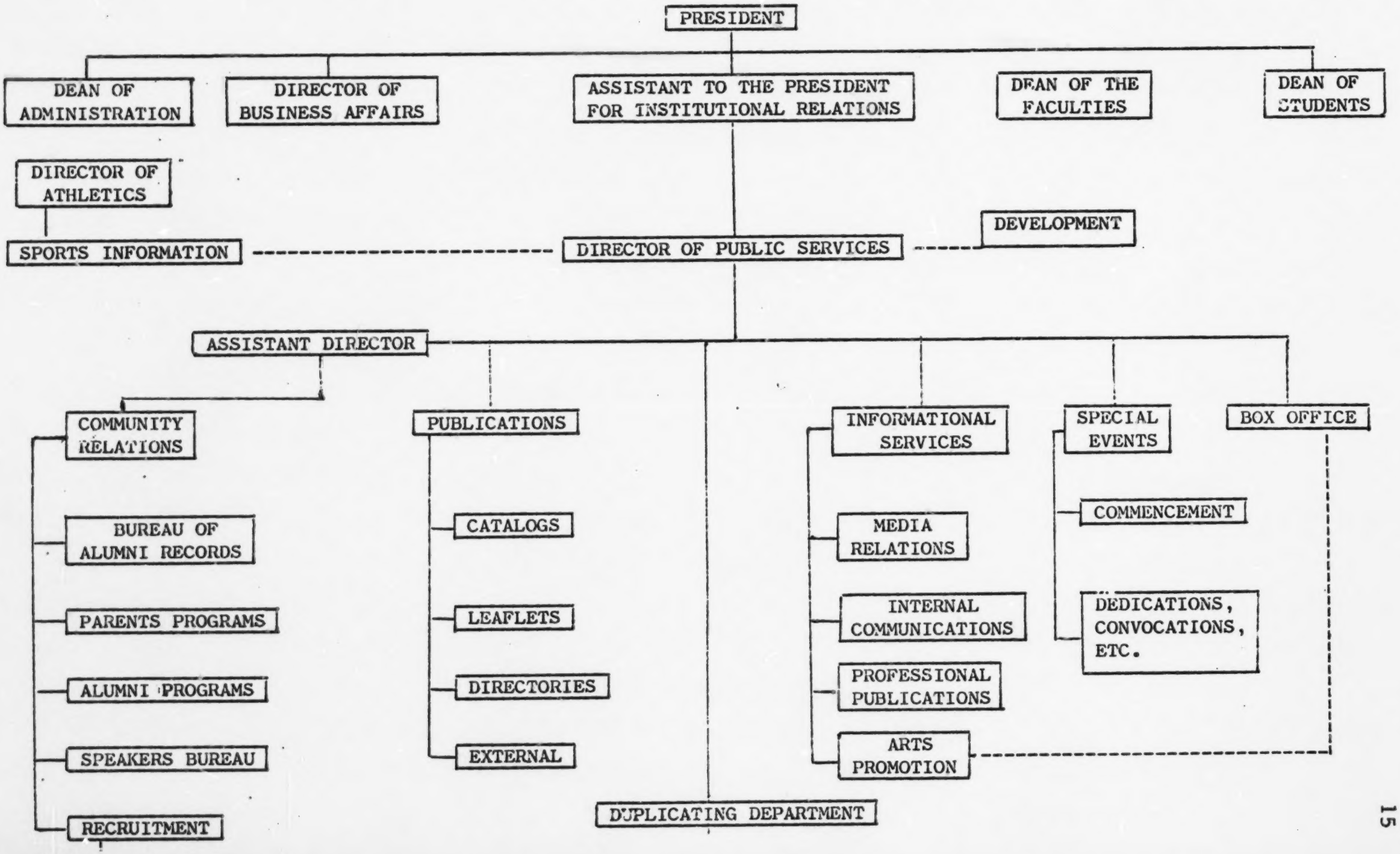


FIGURE III

Organizational Chart of University of Michigan

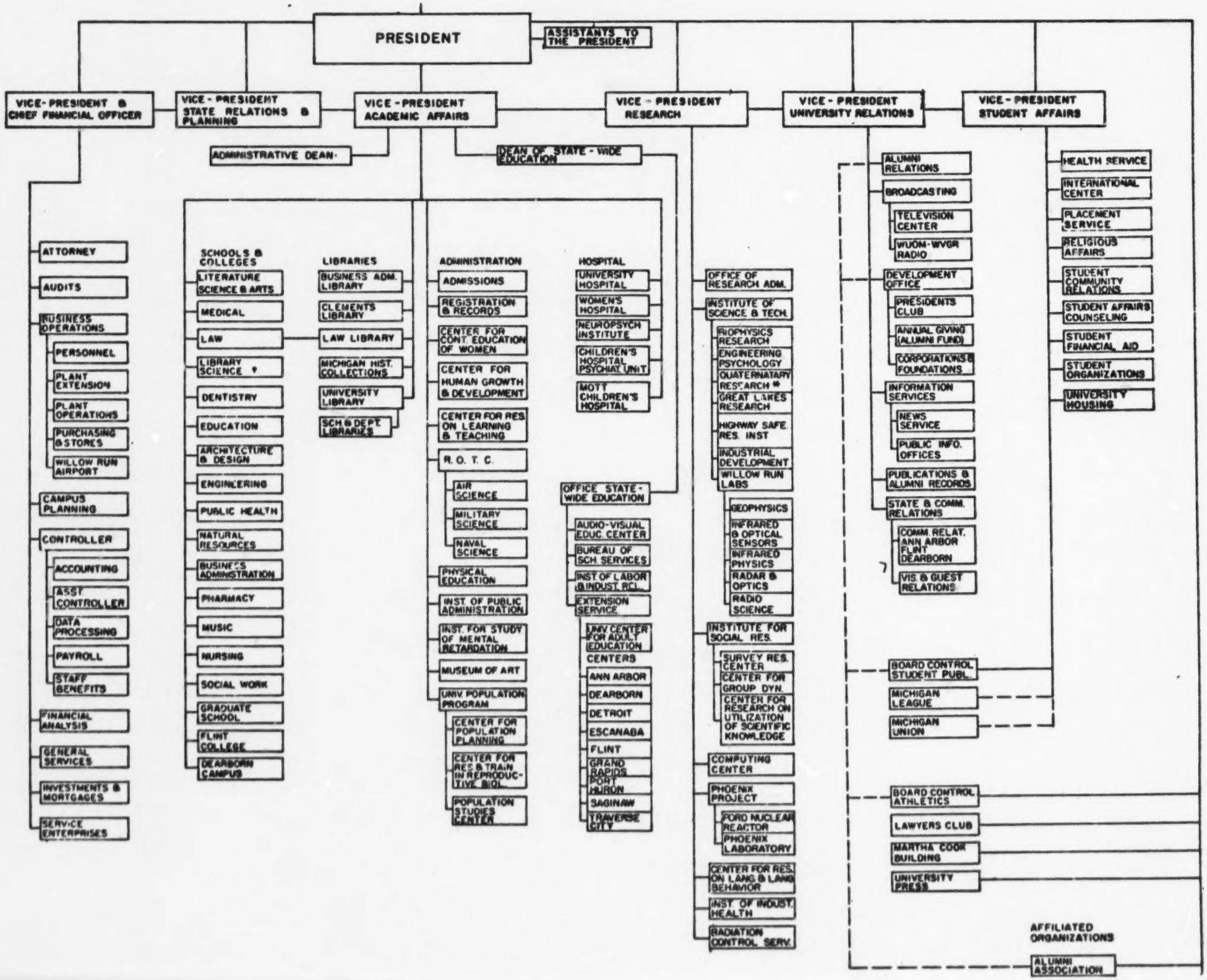


FIGURE IV

Organizational Chart of University Relations at Seattle University

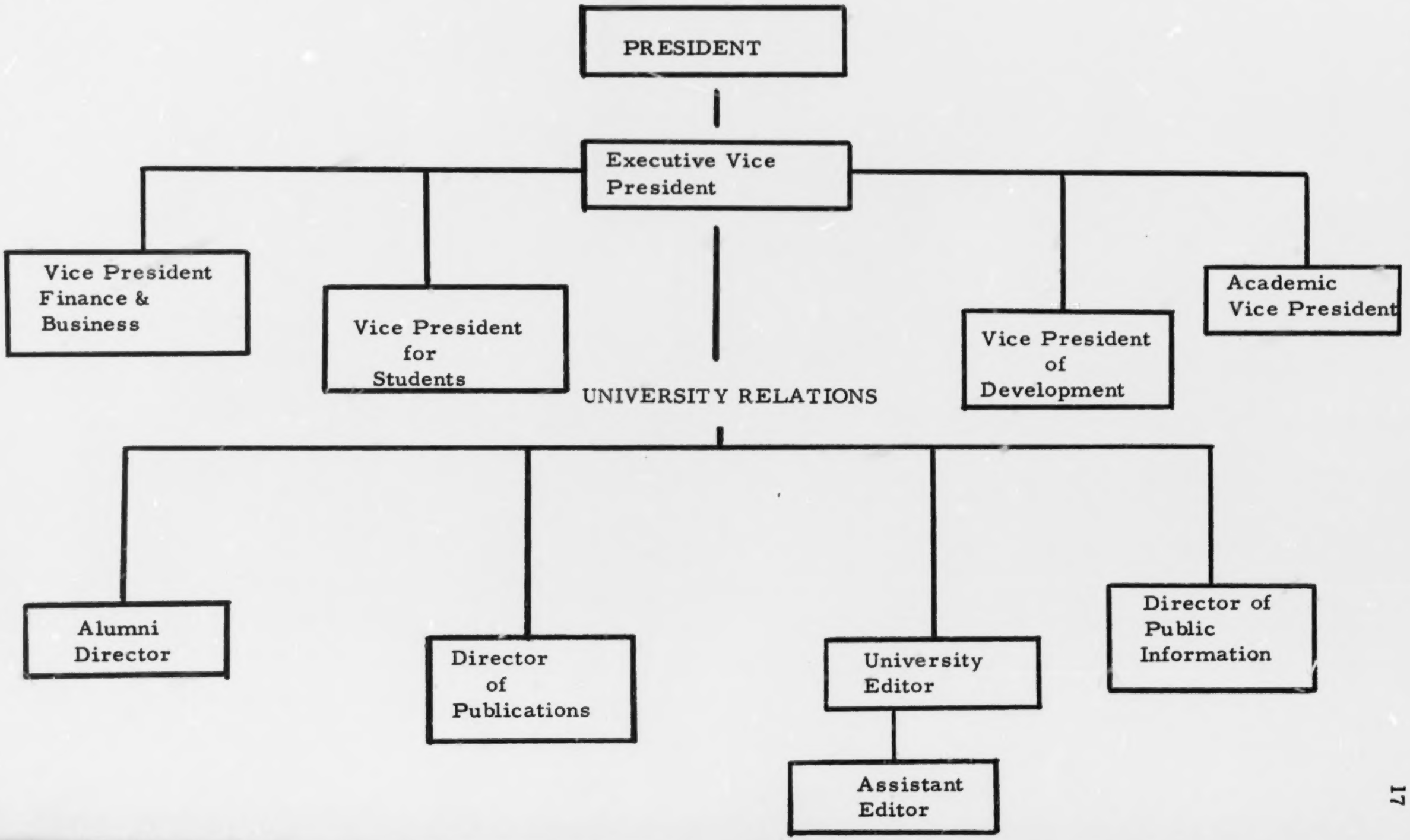


FIGURE V

Organizational Chart of University Relations at the University of Washington

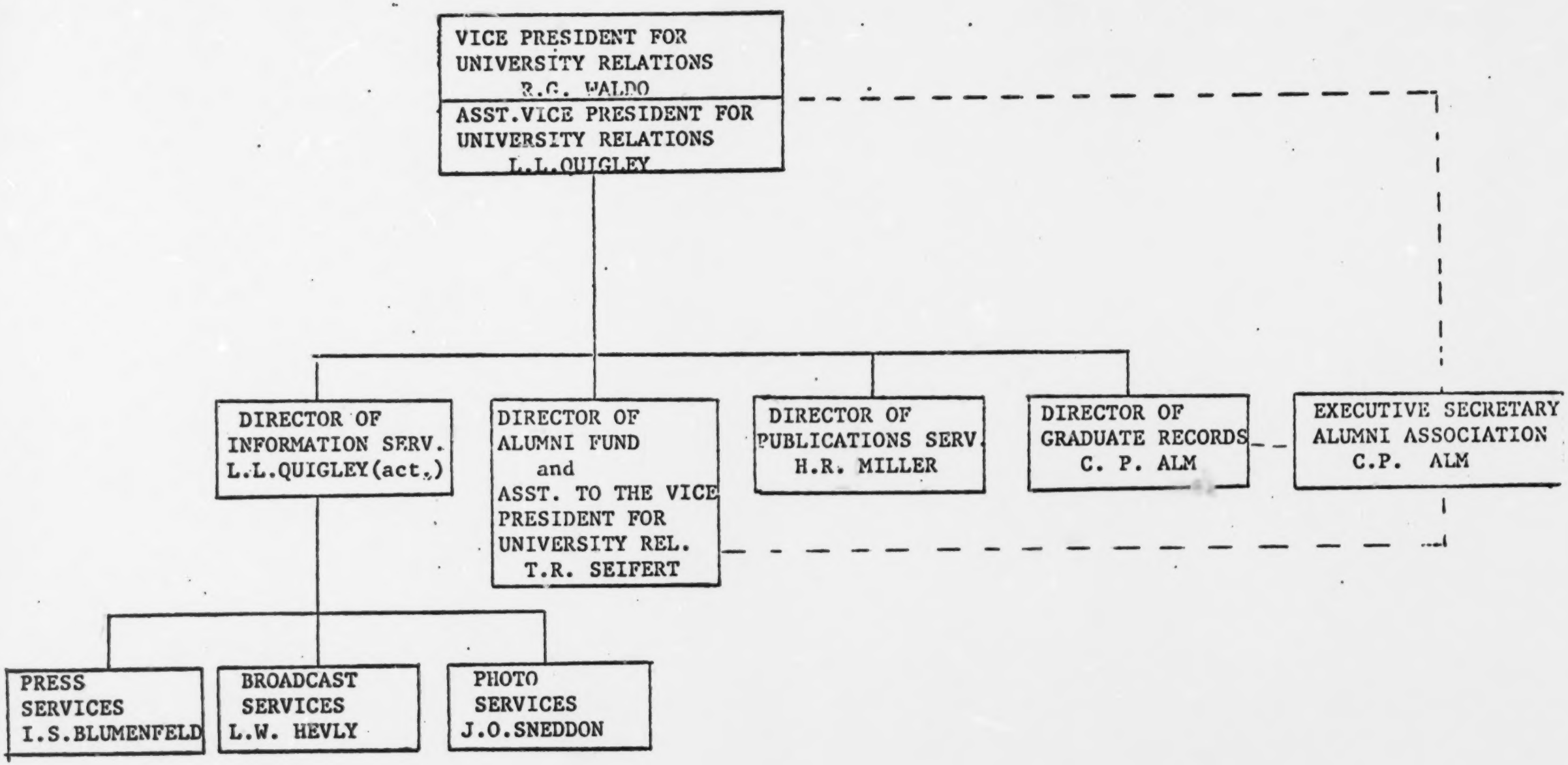


FIGURE VI

Organizational Chart of Information and Development at Iowa State University

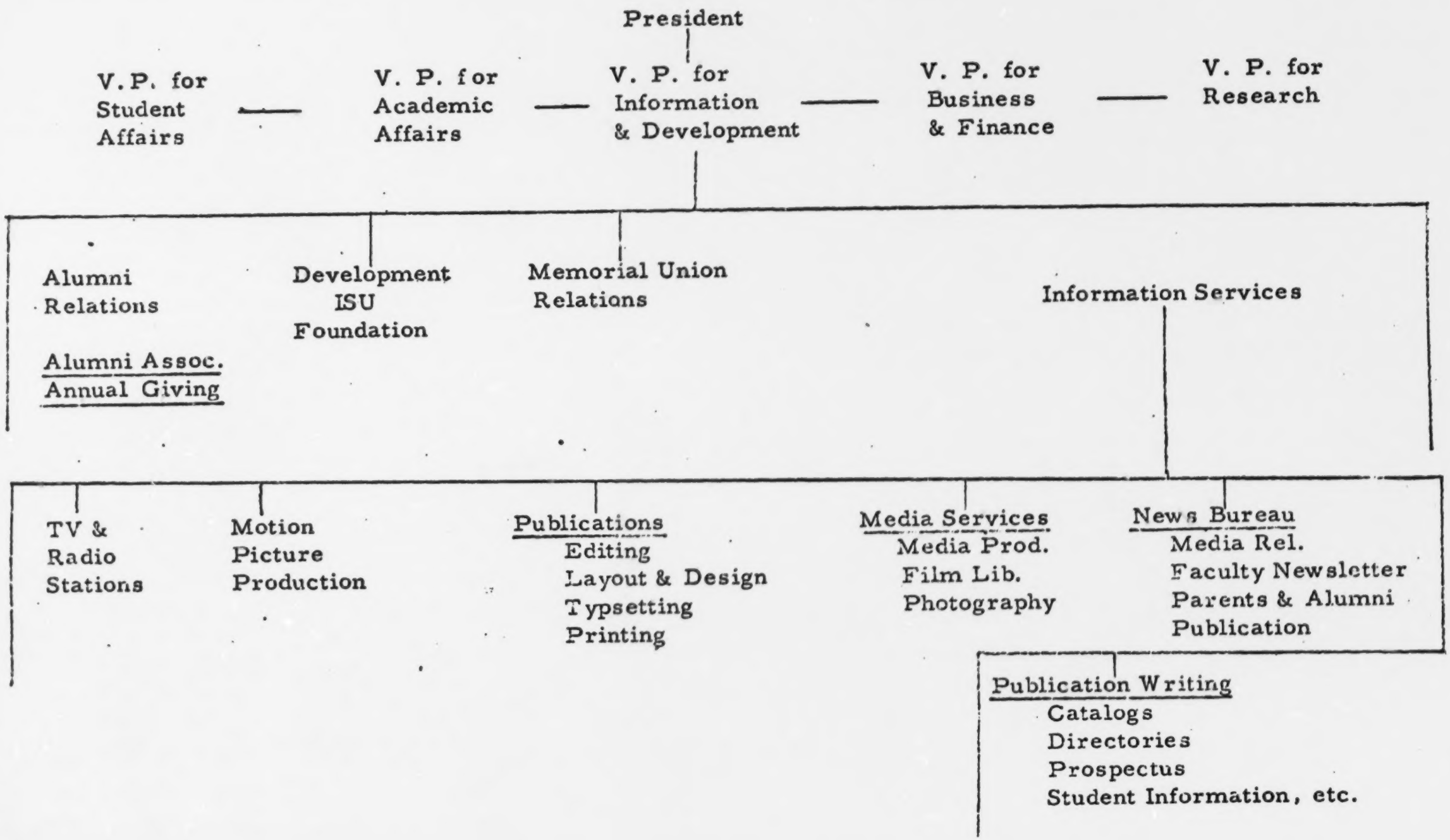
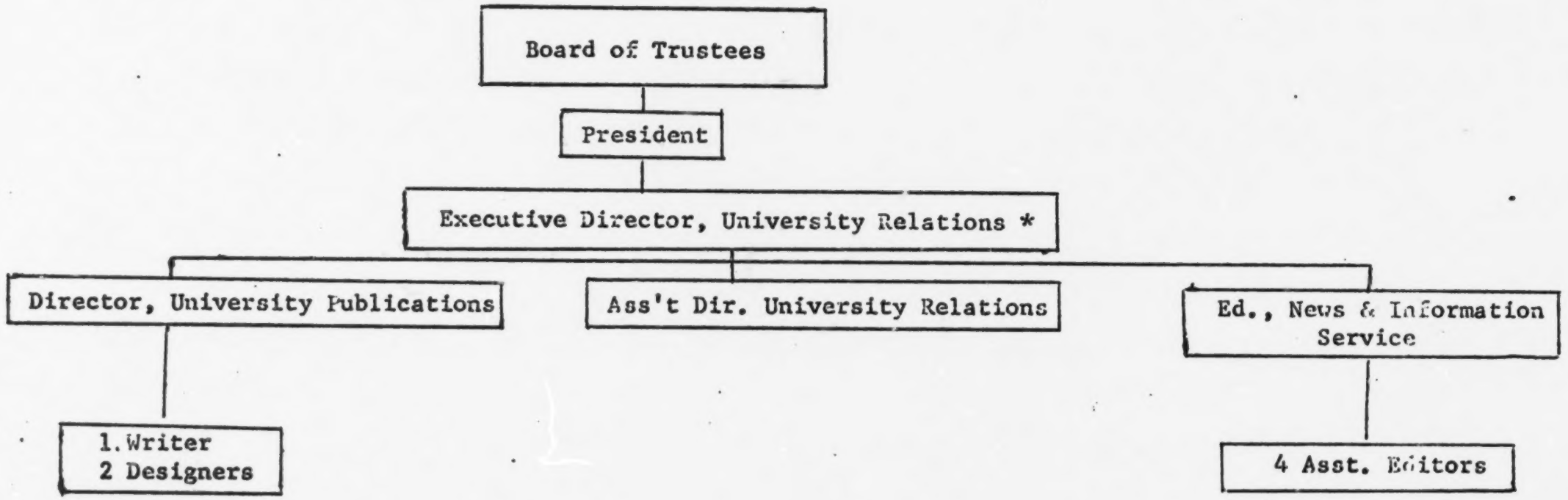


FIGURE VII

Organizational Chart of University Relations at Ohio State University



* Member of President's Cabinet

FIGURE VIII

Organization of Information Services, Division of Continuing Education

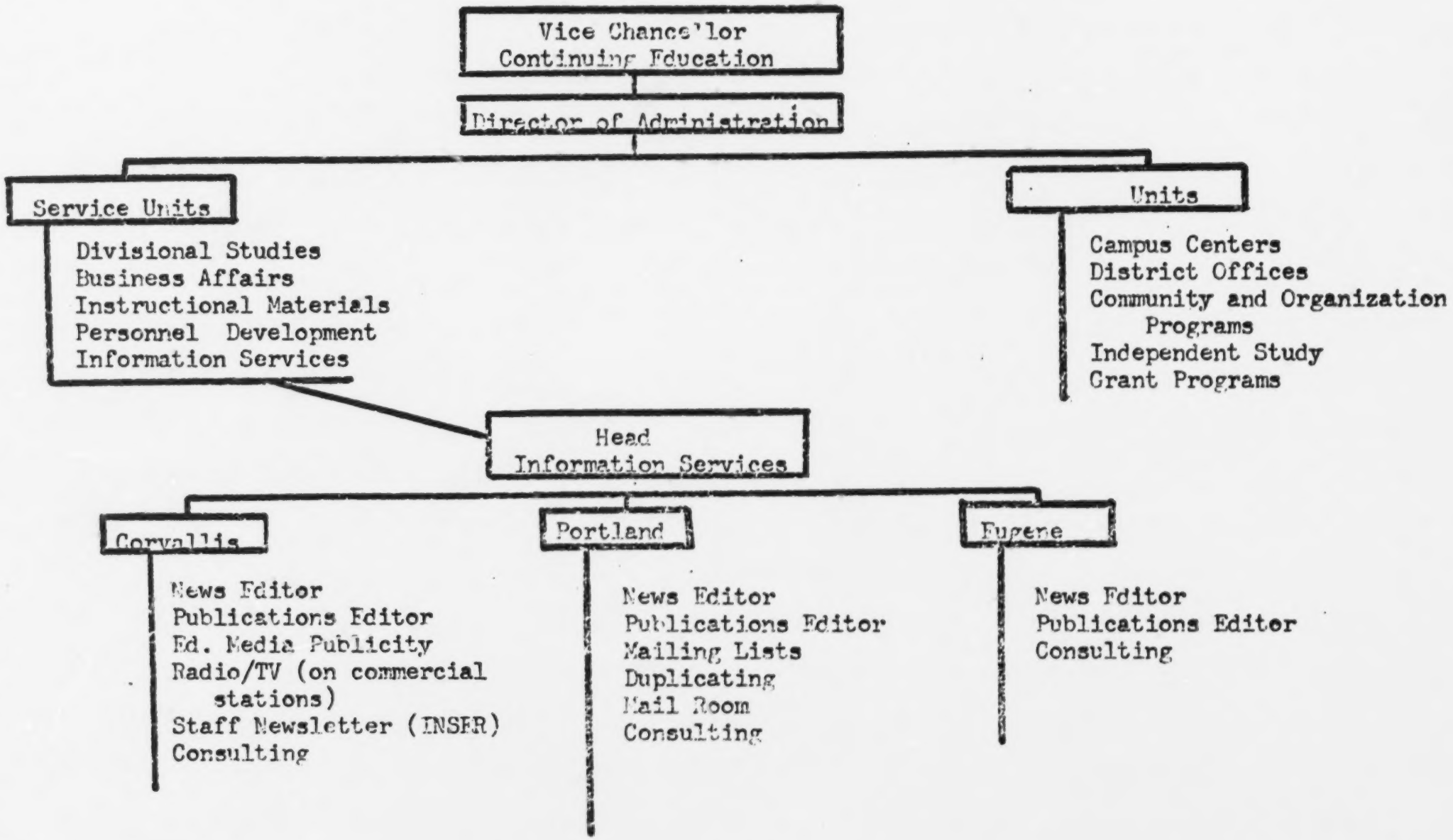


FIGURE IX

Organizational Chart of University Relations at University of Idaho

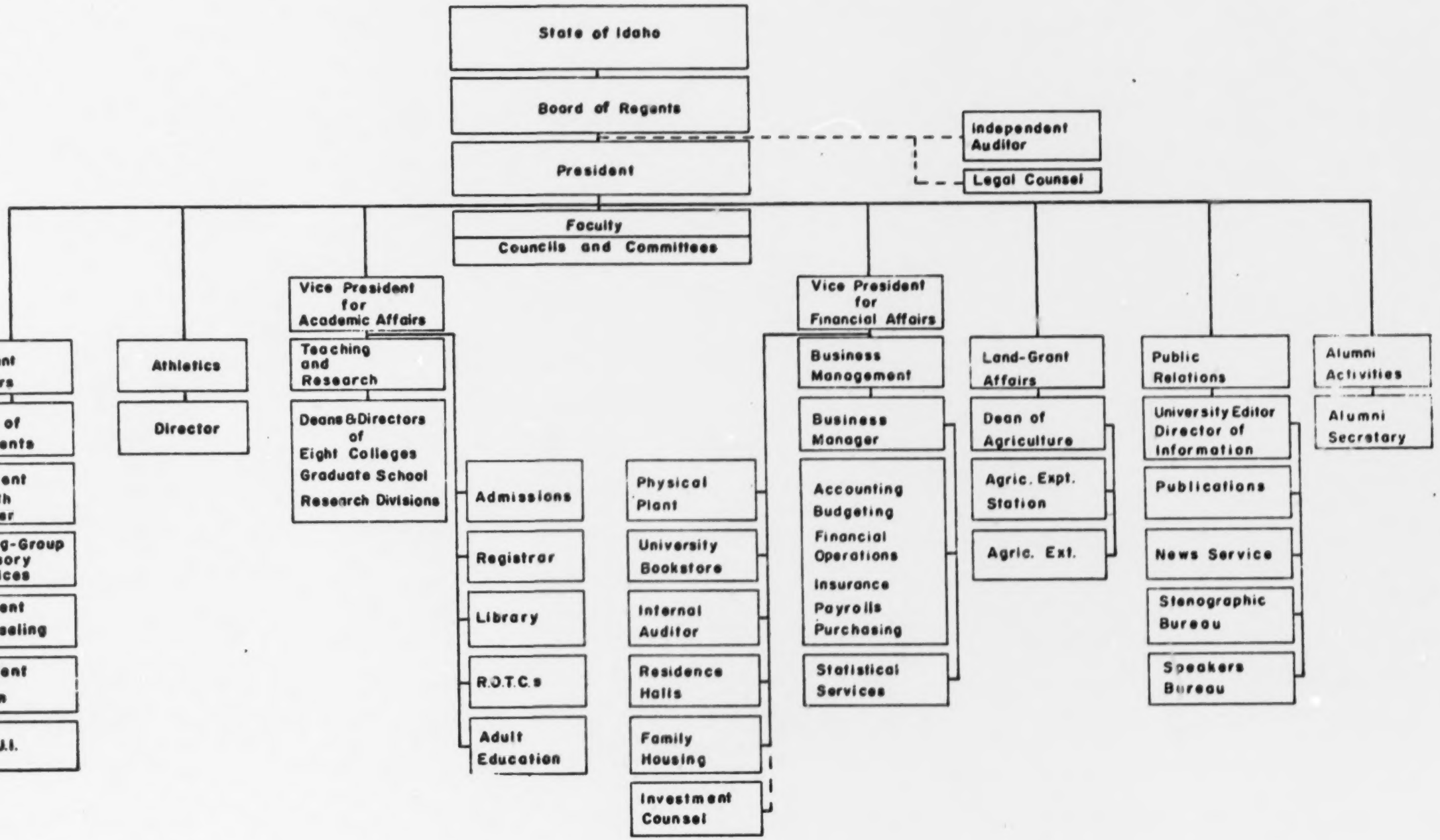


FIGURE X

Organizational Chart of University Relations at University of Montana

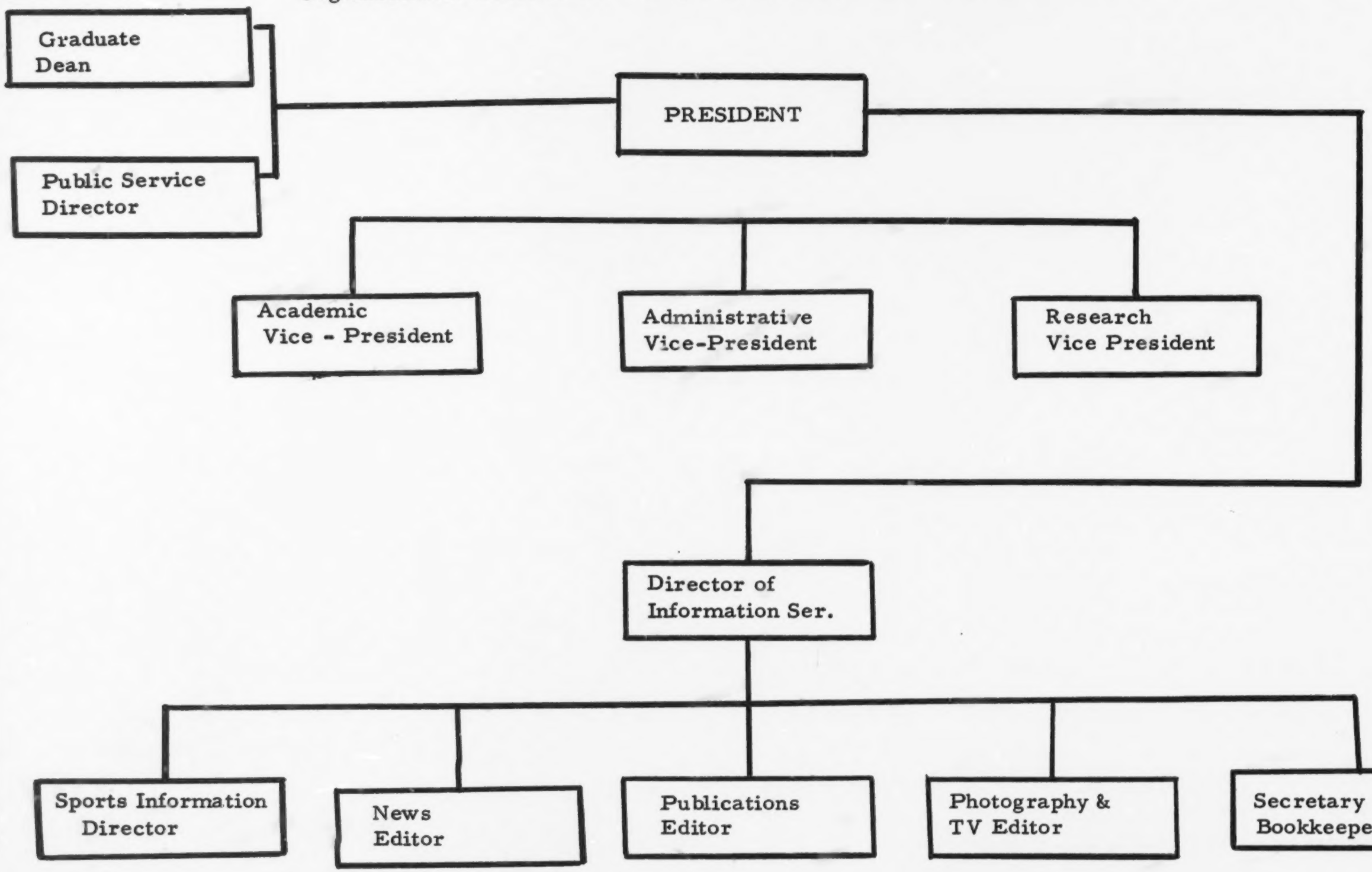
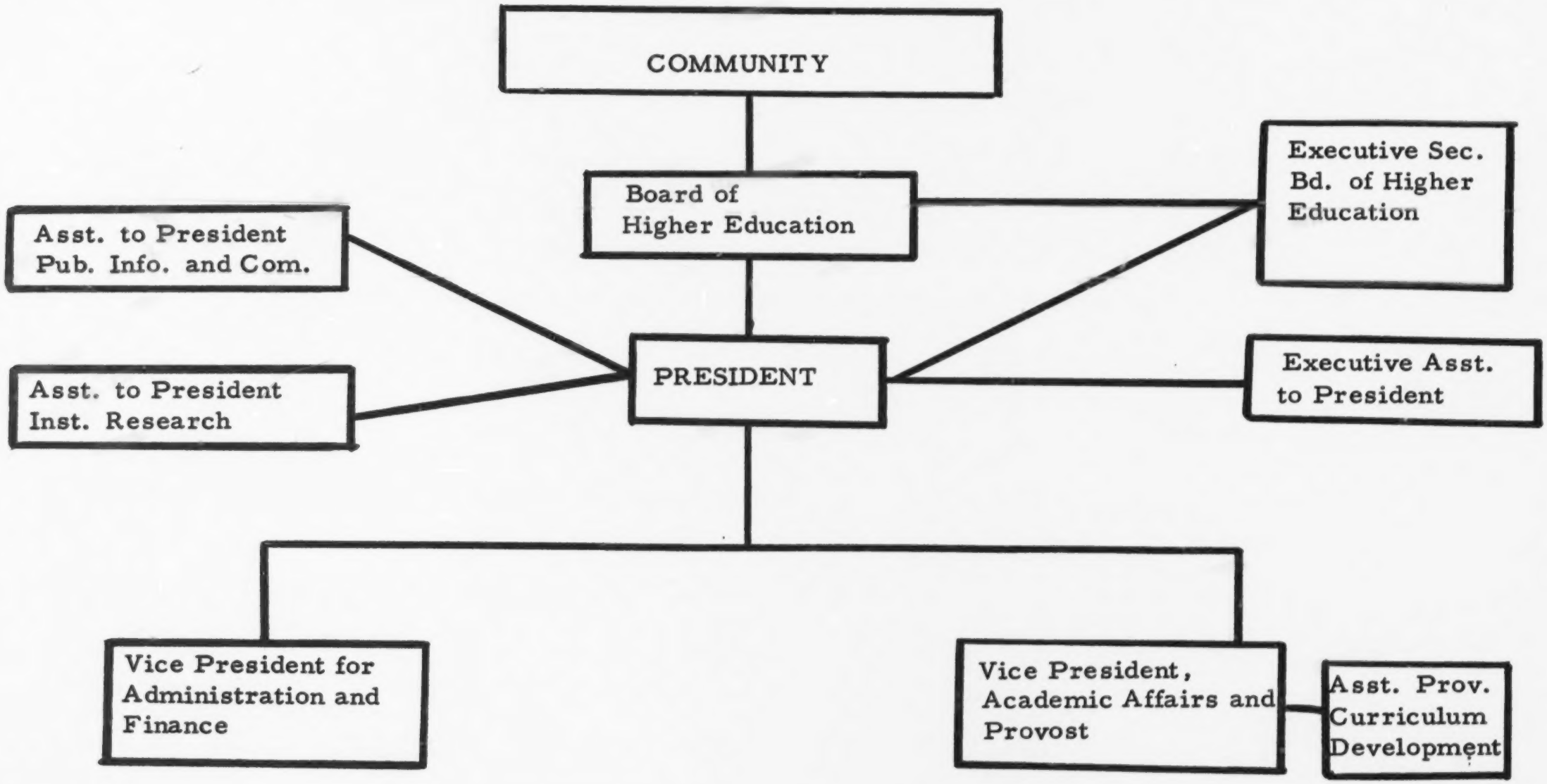


FIGURE XI

Organizational Chart at Federal City College


COMMUNITY
Board of Higher Education
Executive Sec. Bd. of Higher Education
Asst. to President Pub. Info. and Com.
Asst. to President Inst. Research
PRESIDENT
Executive Asst. to President
Vice President for Administration and Finance
Vice President, Academic Affairs and Provost
Asst. Prov. Curriculum Development

The consensus of spokesmen reached by questionnaire or through campus visitation is that the public affairs-university relations office should be in constant close touch with institutional policy-making, whether as a member of the executive council or in a supporting role to the decision makers. Those who are parties to policy making at the executive level were especially emphatic concerning the importance of close relationship between the institutional executive and the university relations-public affairs staff.

One respondent stated that "inclusion (of public affairs) in basic policy formation, basic planning and decision-making" is one of the strong assets working toward improvement in the public affairs function. Another university relations administrator, who also is the executive vice president at his institution, stated that "generally open communication with administration" is a major asset.

Several expressed the opinion that the president provides the chief ingredient in the development of successful public affairs programs. Some typical comments:

> The president has a strong sense of responsibility to this institution, the public and state government . . . and is devoting major effort to the improvement of relations, both internally and externally.
>
> Interest of most administrative personnel in this area and the confidence which the president has in the vice president for information and development are helpful in achieving public affairs objectives.
>
> The open door is given (to public affairs) . . . to attend the meetings of the administrative council.

Five other respondents alluded favorably to the strong interest of the executive in a sound public affairs program and "the full support for strengthening both internal and external communication." One gave some of the credit for what he described as an effective staff to "the understanding of the chancellor and the president of good relations with the media."

Conversely, some of the public affairs directors reported that the lack of involvement of the public affairs staff in planning and policy making and failure of the executive and the public affairs director to keep in close touch impair the effectiveness of the public affairs function.

Staffs range from one-man departments, or in some instances two professionals each on less than full-time assignment, to staffs of up to 44 members. The largest public affairs staff in the State System is 14, although some of the members are not assigned full time to public affairs.

Classification Within Public Affairs Departments

Throughout the State System, most of those performing administrative functions with the public affairs and university relations divisions have academic rank, although a small number do not, as shown in Table II and III. Of the 59 staff members of OSSHE public affairs staffs, nearly half hold the rank of assistant professor, while lesser numbers hold the ranks of professor, associate professor, and instructor. Nine professional-level staff members hold civil service rank. On the other hand, most of the other institutions report that the staff members do not have faculty rank, this in line with a policy among many institutions not to accord rank to non-teaching administrative personnel (Table IV).

Some of the university relations people with whom members of the Public Affairs Study Committee visited expressed the belief that the absence of academic rank poses no barriers to communication with faculty; however, others were of the opinion that barriers do in fact exist because of the absence of rank. Throughout the State System, where academic rank historically has been assigned to key administrative people, consensus has been expressed by institutional executives and public affairs-university relations officials that rank does build bridges of communication to other elements of the higher education community. Several indicated that availability of rank has helped in recruiting desirable people.

TABLE II

Rank of Members of Public Affairs-University Relations Staffs in The State System of Higher Education

Institution	Professor	Associate Professor	Assistant Professor	Instructor	Other	Total
Eastern Oregon College			2			2
Oregon College of Education			1		1	2
Oregon State University	4	4	3	2		13
Oregon Technical Institute		1				1
Portland State University	1		2	2	2	7
Southern Oregon College			3			3
University of Oregon	3	3	5	3		14
UO Dental School			1		1	2
UO Medical School	1		2		1	4
Division of Continuing Education	1		2		4	7
Centralized Activities	1	1	2			4
TOTAL	11	9	23	7	9	59

[1] Totals at several institutions include part-time staff members. No attempt was made to get precise FTE totals.

TABLE III

Distribution of Salaries for Public Affairs-University Relations Staffs
In The Oregon State System of Higher Education

SALARY RANGE	PROFESSOR	ASSOC. PROF.	ASST. PROF.	INSTRUCTOR	OTHER	TOTAL
5,000-5,999					1	1
6,000-6,999.						
7,000-7,999				1	1	2
8,000-8,999				4	3	7
9,000-9,999			3	1	2	6
10,000-10,999			5	1	2	8
11,000-11,999		1	8			9
12,000-12,999		3	1			4
13,000-13,999		2	6			8
14,000-14,999	1	1				2
15,000-15,999	1	2				3
16,000-16,999	1					1
17,000-17,999	2					2
18,000-18,999						
19,000,19,999	1					1
20,000-20,999	1					1
21,000-21,999	2					2
22,000-22,999	1					1
23,000-23,999						
24,000-24,999						
25,000-25,999						
26,000-26,999						
27,000-27,999	1					1
28,000-28,999						
29,000-29,999						
30,000-30,999						
31,000-31,999						
32,000-32,999						
COMPOSITE	Median = 19,584 $\bar{M}$ = 19,343	Median = 13,632 $\bar{M}$ = 13,448	Median = 11,196 $\bar{M}$ = 11,505	Median = 8,828 $\bar{M}$ = 8,868	Median = 8,600 $\bar{M}$ = 8,560	Median = 11,220 $\bar{M}$ = 12,500

Comparative Salary Ranges

Because of the different practices in classification of administrative personnel, it is somewhat difficult to make useful salary comparisons (1968-69) among the various ranks and classifications. As previously mentioned, most of the staff members in the Oregon State System of Higher Education fall into the four academic rankings, while relatively few fit in these categories among the other institutions. On the other hand, by far the greatest proportion of staff members at other institutions studied fall into the "other" category (mainly consisting of unclassified personnel), while only few from Oregon (consisting of classified civil service personnel) fit this category.

It is the composite figures, then, which provide somewhat more useful comparisons of salary levels in the State System of Higher Education and in the other institutions surveyed. However, salary data by academic and "other" categories also are given to help report the range of salaries.

As a matter of fact, only 23 individuals included in the reports from outside the State System have academic rank. Salaries for these range from $6,500 to more than $33,000. (See Table IV.) The mean for the various ranks are as follows: Instructors, $11,666; assistant professors, $14,700; associate professors, $16,166; professors, $26,833.

Among those who do not have academic rank, the salaries range from the $5,000 - $5,999 bracket to the $30,000 - $30,999 spread. The distribution in Table IV shows skewing near the lower end. The mean salary for non-academic professional staff members for public affairs and related departments that responded is $11,265. The median is $10,500.

The composite median for staffs that reported from outside the State System is $10,500 and the mean salary for all professional personnel on these staffs is $12,208.

In the State System, the range of salaries as shown in Table V, is from a low of $5,520 (for one staff member with civil service rank) to $27,500 (for a full professor whose responsibility is managing an institutional development fund).

TABLE IV

Distribution of Salaries for Public Affairs-University Relations Staffs
Reported by Institutions Outside of State System

SALARY RANGE	PROFESSOR	ASSOC. PROF.	ASST. PROF.	INSTRUCTOR	OTHER	TOTAL
5,000-5,999					4	4
6,000-6,999				2	9	11
7,000-7,999					11	11
8,000-8,999					15	15
9,000-9,999			1	1	20	22
10,000-10,999			1		16	17
11,000-11,999					10	10
12,000-12,999					7	7
13,000-13,999		1	1		7	9
14,000-14,999				1	5	6
15,000-15,999		2			6	8
16,000-16,999		1	1	2	6	10
17,000-17,999	1	1			7	9
18,000-18,999		1			3	4
19,000,19,999						
20,000-20,999						
21,000-21,999						
22,000-22,999						
23,000-23,999	1		1		1	3
24,000-24,999						
25,000-25,999						
26,000-26,999						
27,000-27,999	1					1
28,000-28,999	1					1
29,000-29,999						
30,000-30,999	1				1	2
31,000-31,999						
32,000-32,999						
33,000 - up	1					1
COMPOSITE	Median=28,000 $\bar{M}$ = 26,833	Median = 16,000 $\bar{M}$ = 16,166	Median = 13,500 $\bar{M}$ = 14,700	Median = 12,000 $\bar{M}$ = 11,666	Median = 10,500 $\bar{M}$ = 11,265	Median= 10,500 $\bar{M}$ = 12,208

TABLE V

Salary Ranges of Public Affairs-University Relations Staffs By Rank

Institution	Professor	Associate Professor	Assistant Professor	Instructor	Other	Total
Eastern Oregon College			11,188 - 13,608			11,188- 13,608
Oregon College of Education			13,800		8,220	8,200 - 13,800
Oregon State University	14,640 - 19,584	11,220 - 15,306	9,444 - 10,668	7,500 - 8,868		7,500 - 19,584
Oregon Technical Institute		12,684				12,684
Portland State University	21,156		11,760 - 13,968	9,540 - 10,008	5,520 - 8,400	5,520 - 21,156
Southern Oregon College			11,760 - 13,284			11,760 - 13,284
University of Oregon	15,750 - 27,500	12,314 - 15,264	9,602 - 11,196	8,666 - 8,828		8,666 - 27,500
UO Dental School			13,380		7,860	7,860 - 13,380
UO Medical School	20,000		10,500 - 13,500		10,140	10,140 - 20,000
Division of Continuing Education	17,000		10,000 - 12,000		8,600 - 10,000	8,600 - 17,000
Centralized Activities	21,204	14,000	9,468 - 11,184			9,468 - 21,204
State System	14,640 - 27,500	11,220 - 15,306	9,444 - 13,968	7,500 - 10,008	5,520 - 10,140	5,520 - 27,500

The median for OSSHE public affairs-university relations staff annual salaries is $11,220. The mean is $12,500.

Mean salaries are $8,560 for those on civil service; $8,868, instructors; $11,505, assistant professors; $13,448, associate professors; and $19,343, professors.

Institutional medians range from $10,000 to $12,984, while institutional means run from $10,620 to $15,214.

Table III shows how OSSHE public affairs salaries are distributed along the $1,000 ranges. Skewing appears in the lower ranges, with 7, 6, 8, and 9 individuals reported at $8,000-$8,999, $9,000-$9,999, $10,000-$10,999, and $11,000-$11,999 ranges, respectively.

Comparisons With Other Institutions

Comparison of Tables III and IV shows that salaries for those with rank outside of the State System range substantially higher than for those with rank in the State System.

For instance, in Oregon, the highest reported salary was in the $27,000-$27,999 range, while the highest annual salary outside the State System was in the $33,000-up range. In Oregon, only four salaries of $20,000 or more were reported. In other states, 10 salaries in excess of $20,000 -- three of these more than $30,000 -- were reported.

Nevertheless, as a function of large numbers at lower salaries among the non-academic members of public affairs staffs in the reporting institutions outside of the State System, the composite median for Oregon was higher ($11,220 compared to $10,500 for other states) -- as was the mean ($12,500, compared to $12,208 for other states).

Although the salary data from the other states left much to be desired, they suggest that while institutions outside the State System, on one hand, pay somewhat more poorly for those at the lower end of the scales, on the average they pay considerably more for those at the upper end of the scale, especially the directors with vice presidential rank and their assistants.

Among the institutions from which sufficient data were available, Seattle University, University of Washington, University of Montana, Ohio State University, and University of Illinois reported lower medians

and means than prevailed in the State System during the 1968-69 academic year (Table VI). Only University of Michigan reported median and mean salaries higher than those in the State System. However, University of Washington, Ohio State University, University of Illinois, and University of Michigan reported top salaries which exceeded the highest salaries paid public affairs - university relations officials in the Oregon State System.

Comparisons With All OSSHE Academic Staffs

How do the public affairs staff members fare in comparison with all academic staff in salary?

A July, 1968, report by the Chancellor's Office of Institutional Research, "Summary of Salary Averages, Medians, and Ranges of Full-Time Academic Staffs," shows the medians and means of the salaries of public affairs to be consistently lower -- rank by rank, institution by institution.

As just one example, the mean salary of all 9-month academic staff for the State System, excluding Medical and Dental Schools (where higher salaries prevail), is $11,835 for academic year 1968-69.

By comparison, the mean annual, 12-month, salary for all public affairs staff members in the State System is $12,500.

As another example, at Oregon State University, the mean salary for those in the public affairs area is $12,881. The mean salary of those on the 12-month teaching staff at OSU is $15,553.

Other Salary Studies

A number of other studies have been conducted concerning salaries for public affairs directors and other administrative personnel.

One survey of basic contract salaries of selected higher education administrators in Pennsylvania in 1967-68 included 71 public relations directors. Mean salary was established at $10,499 with a salary of $7,772 falling at the first quartile and an annual salary of $12,550 falling at the third quartile. This compares within Pennsylvania with the mean salaries of 100 presidents, $23,816; 26 executive vice presidents, $17,787; 18 directors of institutional studies, $16,766; 14 directors of planning, $15,304; 45 deans or vice presidents of academic

TABLE VI

Institutional Salary Averages for Members
of Public Affairs-University Relations
Staffs Outside of State System [1]

Institution	Range	Mean	Median
Portland Community College**	13,700	13,700	13,700
Washington State University	7,800-18,500	*	*
University of Washington	5,900-30,000	11,673	10,500
Seattle University	6,300-18,000	10,876	9,900
University of Montana	6,300-14,400	9,300	8,800
University of California	*	*	*
University of Idaho	*	*	*
Iowa State University	6,400-27,000	14,818	14,300
University of North Carolina	*	*	*
Ohio State University	8,088-23,532	11,795	11,500
University of Illinois	8,200-28,500	12,225	10,500
University of Michigan	6,500-33,000	13,166	13,500
Purdue University	7,000-13,900	*	*
University of Colorado	6,500-18,000	*	*

[1] Figures include both full and part-time staff members with no attempt to arrive at FTE averages. It must be noted that small numbers in some cases keep the means and medians from being very meaningful.

** Only one staff member.

* Data insufficient to compute

administration, $17,785; etc. The mean salary of directors of public relations stood 20th in a list of 33 administrative categories.

It is not known whether the categories were substantially the same as those in this study, which includes public affairs-university relations staffs and related departments. For instance, in the Pennsylvania study, vice presidents for development and directors of development were in separate categories, 41 of the former having a mean salary of $16,965 and 52 directors of development accounting for a mean annual salary of $12,649. Had these been departmentally related to public relations -- which may or not have been an organizational actuality -- the mean annual salary of the PR directors would have achieved a considerably higher rank.

During 1968, the National Education Association published the results of its survey of administrative salaries at 878 four-year institutions and 578 community colleges. [1] The NEA study indicated that 245 public relations directors received annual salaries of less than $10,000; 230 from $10,000 - $14,999; 94 from $15,000 - $19,999; 26 from $20,000 - $24,999; seven from $25,000 - $29,999; and two more than $30,000. Directors of development fared somewhat better than this. For instance, eight reported annual salaries in excess of $30,000 and 27 received salaries in the $25,000 - $29,999 bracket. At the other end of the scale, only 64 received annual salaries of less than $10,000.

Assistants to presidents are listed separately without regard to the specific function that they perform and some of these conceivably are in positions similar to several which are included in this survey.

Still another study on administrative salaries conducted by the American Association of State Colleges and Universities, published in April, 1968, was based on questionnaires sent to 232 member institutions of which 185 responded. The survey used 12 major categories, one of them director of public relations. This committee assumes that some administrators in public affairs-university relations activities may well have been included in other categories. The percentile ranking of the reporting institutions is shown on Table VII. The salaries were based upon the 1967-68 academic year.

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[1] See E-P-E Fifteen Minute Report, August 30, 1968.

The findings of a study of salaries in the college and university advancement field -- public relations, fund raising, publications, and alumni relations -- were published in College and University Journal in the summer of 1968. [2]

Among the findings:

1. The median of 178 salaries of chief coordinating officers fell in the $15,000 - $17,500 bracket.

2. The median salary for 196 chief fund raising officers fell in the $12,500 - $15,000 range.

3. The median salary of 345 chief public relations officers, 289 chief alumni relations officers, 70 chief publications officers, and 328 fund raising staff members fell in the $10,000 - $12,500 bracket.

4. The median range of 477 public relations staff members, 137 alumni relations staff members, and 75 publications staff members was $7,500 - $10,000.

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[2] Parry D. Sorenson. "1967-68 Salary Survey." College and University Journal, Summer 1968, pg. 24-27.

TABLE VII

Report of a Study on Administrative Salaries and Contact Hours
Percentile Table of All Reporting Member Institutions
of American Association State Colleges and Universities

	Low	25th Percentile	50th Percentile	75th Percentile	High
Administrative Salaries					
President or Chancellor	$13,500	$21,000	$23,250	$27,138	$36,000
Administrative Vice President, Dean of Administration, etc.	12,000	17,424	19,500	21,500	27,600
Academic Vice President, Dean of Instruction, etc.	12,500	17,682.60	19,251	21,490	29,800
Vice President of Student Affairs, Dean of Students, etc.	8,300	14,000	16,400	18,065	26,000
Comptroller, Business Manager, etc.	7,592	12,075	14,700	17,400	25,000
Director of Public Relations	7,032	10,028.20	11,820	13,873	24,000
Dean or Director of Field Services	8,120	12,720	14,584	17,040	24,320
Director of Placement	5,300	10,896	12,428	15,155	22,200
Assistant to the President	7,592	12,000	13,900	16,250	24,000
Dean of Women	6,500	10,344	11,950	13,536	21,500
Dean of Men	6,000	10,860	12,479	13,800	20,376
Head Librarian, Director of Library Services, etc.	5,500	11,560	13,600	15,700	22,000

4

recommendations

Continued cooperation with citizen-leadership committees like Colleges for Oregon's Future is held essential to improved public understanding and public decision-making.

IV

RECOMMENDATIONS

Many developments and forces, both inside and outside of higher education, emphasize the growing need for bettering the public affairs-communications function -- at institutional and State System level.

Such is the consensus of the numerous sources reached by the Public Affairs Study Committee.

Toward Improving the Public Affairs Function

In the interest of improving management decision-making and public understanding, the Committee strongly recommends:

1. That improving the public affairs function be given a priority of the highest order in the State System and the institutions and other major organizational divisions.

2. That the institutions and Centralized Activities accordingly build public affairs-university relations staffs with high professional competence.

3. That the Board and its staff develop procedures so that meetings, policy statements, presentations and news coverage better inform the public about the problems, progress, goals and needs of higher education.

Toward Improving Communication Within Higher Education Community

The need for improvement of communication within the higher education community -- among students, faculty, administration, board, alumni -- was one of the most salient concerns of all who consulted with this committee.

The Public Affairs study group concurs and recommends:

4. That the State System and the institutions consider improving communication across the entire higher education community to be one of the most pressing needs -- in the present context and in the future.

5. That students, faculty members, staff, administration, and the Board be consulted in maintaining a reciprocal flow of communication to and from all elements of the higher education community.

Toward Improving Information Systems

In the inter-related fields of management information systems and electronic communications networks, developmental impetus was found to stem from varied sources -- and, in some aspects, with little or no involvement of Public Affairs-University Relations staffs.

Because of the profound public affairs implications in the development and utilization of those systems and networks, the Committee recommends:

6. That the public affairs function be among factors constantly considered in the development of management information systems and electronic communications networks.

7. That Public Affairs-University Relations be involved in the development and utilization of these systems and networks.

Toward Improving Administrative Relationship

While it is the consensus of the Committee that the most effective way of assuring that the public affairs-communications function serve the institutional and State System goals most satisfactorily is to have the departmental head of Public Affairs-University Relations serve as a member of the executive council, the Committee feels that each institution can best decide what organizational pattern will be most effective.

But the Committee recommends, regardless of organizational structure:

8. That the Public Affairs-University Relations departments be kept in continuous close touch with executive-level planning, policy making, and policy implementation.

9. That salary averages and ranges be brought into line with those of teaching faculty and other OSSHE administrative personnel with academic rank.

10. That salaries of public affairs directors be brought more nearly into line with those for comparable Public Affairs-University Relations administrators in the 19 institutions with which the State System regularly makes other salary comparisons.

Toward Improving Citizen Communication Networks

Recognizing the urgent need for citizen communication networks in the interest of sufficient public understanding and sound public decision-making, the Committee recommends:

11. That Colleges for Oregon's Future be encouraged to continue to function as a permanent committee structure broadly interested in post-high school education.

12. That the Chancellor's Office continue to provide staff assistance until CFOF has its own staff.

13. That CFOF, in cooperation with the post-high school institutions, sponsor both district and statewide projects to help increase public understanding of higher education.

14. That the institutions develop and nurture appropriate campus-related citizen committees that will provide channels of communication to external publics and feedback from these publics.

Toward Improving Governmental Relations

It is apparent to the Committee that the higher education relationships with government -- especially state and federal -- rapidly grow more complex.

And these governmental relationships also grow rapidly in importance to planning, finance and governance.

These facts being at the heart of the public affairs function, the Committee recommends:

15. That the Board's Office increase its staffing in the governmental relations aspect of public affairs.

16. That the Board's Office governmental relations team stay in close touch with institutional executives and other representatives whose responsibilities and concerns are closely associated with developments in state and federal relationships.

Toward Improving Opinion-Attitude Feedback

The Committee found almost unanimous agreement that opinion surveys and other types of feedback from the various publics of higher education (a) are essential to implementing effective information programs and (b) are especially useful in management and public decision-making.

At the same time, only limited capability in surveying and analyzing public opinion and attitude was found; and the Board, the Board's staff, and the institutions have only little access to other avenues of opinion measurement and analysis.

The Committee recommends:

17. That appropriate periodic public opinion surveys be undertaken by the State Board of Higher Education as a tool in policy decision-making and public affairs planning.

18. That the institutions consider ways and means of upgrading their capabilities in public opinion research.

Toward Improving Capability in the Broadcast Media

In broadcast media relations, the Committee found emerging awareness of the ever-increasing opportunities provided by television and radio for reaching the mass public with news and commentary about higher education. Still, as discussed in a previous section, some deficiencies were found in development of capabilities in the broadcast media.

The Committee recommends:

19. That an inter-resource inventory of media capabilities be taken on the individual campuses and throughout the State System.

20. That cooperative arrangements be made for intra-institutional and inter-institutional cooperation in utilizing broadcast media facilities and capabilities existing within institutions.

21. That extensive utilization by Centralized Activities and by the institutions of Oregon Educational Broadcasting's facilities and capabilities be developed as public affairs resources.

22. That each institution and Centralized Activities build up film clip and video tape libraries for more extensive utilization on newscasts and television programs.

23. That the institutions build up their staff capabilities in broadcast media relations.

Toward Improving Policy Definition

References to "rules and regulations" in the Administrative Code section dealing with information and advertising strike the Committee as somewhat out of keeping with present practice.

The Committee recommends:

24. That the Code be modified as follows:

    I - I. The Chancellor shall, after review with the Institutional Executives, promulgate appropriate ~~rules and regulations~~ (policies) governing information activities, publication and advertising of higher educational activities, which ~~rules and regulations~~ (policies) shall be subject to review by the Board.

25. That inter-institutional guidelines be established and reviewed periodically in such areas as publications, printing, advertising, and promotion, and high school relations.

Toward Improving Examination of Public Affairs Concerns

Seeing value in a continuous process of examination of the public affairs function in higher education, the Committee, finally, recommends:

26. That the Chancellor name a continuing Public Affairs Study Committee, with representation to come from administration, faculty, students, Public Affairs-University Relations departments, and Centralized Activities.

27. That the OSSHE Public Affairs Study Committee involve other representatives of the higher education community and/or external publics in periodic meetings to examine salient problems and issues.

28. That the Board designate a subcommittee on Public Affairs which will be specifically concerned with public affairs-communications functions in higher education.